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UNITED NATIONS
ECONOMIC COMMISSION FOR AFRICA

PUBLIC ADMINISTRATION, HUMAN RESOURCES
AND SOCIAL DEVELOPMENT DIVISION

REPORT OF THE NATIONAL TRAINING WORKSHOP ON EMPLOYMENT PLANNING AND PRODUCTIVITY ENHANCEMENT IN ETHIOPIA

Organized by the Public Administration, Human Resources and Social Development Division, Economic Commission for Africa
in collaboration with the Ministry of Labour and Social Affairs of Ethiopia

(Africa Hall, Addis Ababa, 6-10 July 1992)

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ABBREVIATIONS

AAF-SAP	:	African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and Transformation
ADB	:	African Development Bank
CSA	:	Central Statistical Authority
ECOWAS	:	Economic Community of West African States
EMI	:	Ethiopian Management Institute
GTT	:	Guided Transmission Training
HASIDA	:	Handicrafts and Small-Scale Industry Development Agency
MLSA	:	Ministry of Labour and Social Affairs
MOPED	:	Ministry of Planning and Economic Development
PASAP	:	Participatory approach to sustainable agricultural production
PTA	:	Preferential Trade Area for Eastern and Southern Africa
SSIs	:	Small-scale industries

PART I

INTRODUCTION

1.1 Background

1. Dramatic increases in levels of unemployment and underemployment have been registered within African economies since the beginning of the 1980s. The situation has been of grave concern to most African governments and to the international community. The issues of the deepening unemployment situation and strategies for enhancing productive employment have been discussed in a number of regional and international conferences, for example the International Conference on the Human Dimension of Africa's Economic Recovery and Development held in March 1988; the Third ECA Conference of Ministers Responsible for Human Resources Planning, Development and Utilization in March 1988; the Twenty-Seventh Session of the OAU Assembly of Heads of State and Government held in April 1991; the Fourth ECA Conference of Ministers Responsible for Human Resources Planning, Development and Utilization in November 1991, etc.

2. All the above mentioned conferences and other fora have recommended the intensification of employment creation which would require, among others, some institutional reform and development and a fuller participation of a wider range of government institutions in employment policy formulation and plan implementation. The ECA Conference of Ministers Responsible for Human Resources Planning, Development and Utilization has requested the ECA to intensify its efforts to assist African governments in strengthening their human resources planning, development and utilization capacities. They have further requested that ECA assists member states to formulate and implement human resources policies necessary for recovery and development

3. The Ministry of Labour and Social Affairs of the Transitional Government of Ethiopia approached the ECA to organize a training workshop on employment planning and productivity enhancement in Ethiopia. Subsequent to the Government's request, ECA had consultations with the relevant government ministries in this regard. This national training workshop on Employment Planning and Productivity Enhancement in Ethiopia was, therefore, organized in response to that request.

4. The workshop was organized by the Public Administration, Human Resources and Social Development Division of ECA (PHSD), in collaboration with the Ministry of Labour and Social Affairs of the Transitional Government of Ethiopia during the period 6 to 10 July 1992 at Africa Hall, Addis Ababa. The workshop was one among a series of such workshops being organized by ECA in collaboration with member states in fulfilment of the ECA's capacity building of training institutions and government ministries and departments in the region. PHSD provided the main resource person and the workshop coordinator, Dr. Raj Bardouille, to service the workshop; and also prepared and provided workshop documents and background training material to the participants at no expense to the Ethiopian Government.

1.2 The Problem

5. In Ethiopia rapid population growth, coupled with slow economic expansion over the years has exerted heavy pressures on the government for the provision of employment to a growing labour force. The recurrence of drought has worsened the problem of unemployment in agriculture and propelled the drift of manpower to urban centres. This has further complicated the unemployment situation in the formal wage sector of the Ethiopian economy whose growth over the years could not keep pace with the growth of the wage labour force and has thus been unable to absorb more than a small fraction of job-seekers.

6. Studies conducted by the Ministry of Labour and Social Services identified some 419,000 registered unemployed persons in 1986 out of a total urban labour force of 1.5 million workers. The Ten-Year Perspective Plan estimated the unemployed at 722,972 in 1990/91, giving an estimated urban unemployment rate of 31.6 per cent. If present trends continue, it is estimated that urban unemployment will affect about 1.3 million workers or 55 per cent of the urban labour force by the year 2000.

7. The problem of educated unemployment is rather serious, and is projected to worsen considerably over the years. Yet alongside this phenomenon, there exists a fairly significant rate of expatriate employment. According to the Employment Survey of public sector establishments in 1986/87 a total of 1322 foreigners were employed in the public sector in Ethiopia in 1986. There is no reason to believe that this reliance on imported expertise has been reduced over the years. The co-existence of high expatriate employment with high rates of educated unemployment indicates skill mismatches which the Ethiopian education and training systems must endeavour to correct.

8. The Transitional Government of Ethiopia is conscious of the existence of the unemployment problem and the strong likelihood of its being aggravated over the coming years. A Manpower and Employment Advisory Committee whose main responsibility is policy formulation, consolidation and guidance between government, employers and workers had been established some years ago. In addition, the Manpower and Employment Division has already been established in the Ministry of Labour and Social Affairs. A number of other complementary institutions and organs have been established with a view to initiating action to reverse the unemployment trend. It is expected that the outcome of the forthcoming workshop would contribute to assisting the various institutions and organs concerned with employment planning and productivity enhancement in Ethiopia in dealing with the serious problem of unemployment.

1.3 Objectives

9. The objectives of the workshop were to:-

(a) identify and analyze the socio-economic constraints on employment growth;

(b) examine how the educational and training systems could be made relevant to development needs;

(c) review productivity trends in the different sectors of the national economies;

(d) propose strategies for employment creation and productivity enhancement, especially in agriculture and agro-industries;

(e) examine the effectiveness of institutional arrangements for employment planning ; and

(f) make recommendations on the measures to be embarked upon to strengthen employment planning at the country level.

1.4 Workshop Themes

10. The workshop conducted its deliberations around the following:

(i) the unemployment problem in Africa in the 1980s;

(ii) the impact of economic performance on employment growth;

(iii) the extent, structure and composition of unemployment in the country;

(iv) the relevance and supply of skills by the educational system;

(v) worker's training and strategies for improving worker productivity;

(vi) strategies for increasing the labour absorptive capacity of the economy;

(vii) improving the effectiveness of employment planning and labour administration institutions.

1.5 Participation

11. Workshop participants came from ministries of Labour and Social Affairs, Education, Health, Agriculture, Planning and Economic Development, Transport and Communication, Mines and Energy, Science and Technology Commission, Ethiopian Chamber of Commerce, National Bank of Ethiopia, Commercial Bank of Ethiopia, Public Service Commission, and Development Project Studies Authority. ECA directed and serviced the workshop and also prepared its report. International Organizations, such as ILO/JASPA and UNDP, also participated in the workshop.

1.6 Outcome of the Workshop

12. The workshop came up with a report and a set of recommendations on strategies for employment planning and productivity enhancement in Ethiopia, within the framework of a comprehensive strategy for human resources planning, development and utilization. This report will be submitted to the minister of Labour and Social Affairs of the Transitional Government of Ethiopia for use, as appropriate.

13. The Conclusions and Recommendations of the workshop are given hereafter in Part II of this report. The Summary of Proceedings, including the opening and evaluation sessions, are embodied in Part III of the report. The Daily Work Programme; List of Participants; List of Resource Persons and Workshop Liaison Officers and List of Documents are contained in annexes I to IV, respectively.

PART II

CONCLUSIONS AND RECOMMENDATIONS

14. This section presents the main conclusions emerging from the workshop papers and deliberations on the problems of unemployment and low productivity in Ethiopia. In this regard, this section also includes a set of recommendations made by the workshop participants on the promotion and enhancement of employment and productivity; as well as strategies for effective employment planning in Ethiopia.

15. Unemployment has reached alarming proportions in Ethiopia and ought to be tackled at the root. The high level of open unemployment in Ethiopia is a consequence of deficiency in aggregate demand; the increase in the size of the labour force due to natural growth of the population and rural-urban migration on the supply side; the mismatch in the output of the educational system; and, in the long run, the low level of productivity. Therefore, the unemployment problem ought to be attacked from all these aspects.

16. The capacity to create employment is ultimately a function of the ability of the economy to grow in an accelerated and sustainable manner. Therefore, the solution to the problem of unemployment is contingent upon achieving and sustaining a high rate of economic growth. The overriding objective of development strategy should be to solve the problem of unemployment and low productivity through achieving a high level of sustainable growth and development in Ethiopia.

17. The private sector, which has so far been undermined, must be encouraged to play an important role in employment creation. The role of the public sector in production will have to be reduced. For the formal private sector to assume an important role as an employment creator in the future, it is recommended that:

(a) Clear and appropriate policy guidelines for the private sector activities be formulated and *incentives be provided to entrepreneurs* to induce them into making appropriate investments. These incentives may come in the form of:

(i) tax benefits, such as tax holidays, etc.;

(ii) availability of raw materials;

(iii) land and business premises, etc.;

(iv) credit facilities;

(v) banking and other financial institutional support;

(vi) management training;

(vii) the provision of management consultancy services;

(viii) provision of R&D services to promote innovations in the sector;

(ix) export promotion;

(x) foreign exchange retention schemes;

(xi) initial protection of domestically produced goods against external competition;

(xii) conducive labour-management relations.

(b) The significant expansion of small-scale industrial activities can induce economic growth which would have an impact on employment creation. Therefore, appropriate policies, institutional support and incentives should be provided for their development and growth. The following are recommended:

(i) HASIDA, EMI and the Chambers of Commerce should be delegated the responsibility by the Ministry of Industry for the promotion of SSIs by providing services such as financial, consultancy, management training and entrepreneurial project development, market promotion and related services;

(ii) in addition to HASIDA, specialised associations for the SSIs be created for the promotion and development of this sector;

(iii) HASIDA should be reoriented, restructured and strengthened with an adequate number of appropriately qualified staff; and support services to promote the development of the SSI sector;

(iv) provision of and facilitating access to factors of production such as credit, raw materials, foreign exchange, land or business premises, etc.;

(v) export promotion;

(vi) protection of SSI products against internal competition from large scale industries and external competition;

(vii) incentives, such as tax holidays;

(viii) review of present regulatory and administrative practices with regard to manufacturing and trading licensing, access to resources, etc. to facilitate and encourage the establishment and promotion of SSIs;

18. Since employment creation is, among others, largely a function of investment, it is imperative that domestic saving and investment levels are increased. It is recommended that efforts be intensified to raise the levels of domestic savings and re-investible surpluses within the economy by:

(i) increasing workers' productivity and income and thus the national propensity to save;

(ii) creating appropriate incentives for entrepreneurs in the private sector to reinvest their profits within the economy;

(iii) infusing greater confidence in the banking and financial institutions so as to attract greater savings, and encourage investment.

19. One of the factors that has contributed to the depressed demand for labour in Ethiopia is the use of imported technology which is often capital -intensive. In its present stage of development, Ethiopia suffers from the lack of adequate capital and foreign exchange, while it has an abundance of labour. Therefore the choice of technology must be, as much as possible, guided by the objective of employment creation. In this regard it is recommended that:

(a) A unit be created in the Science and Technology Commission to:

(i) prepare broad guidelines on the forms of technology to be brought into Ethiopia and ensure strict adherence to it;

(ii) scrutinise all proposed assistance packages and technologies being imported into Ethiopia for their employment generation potentials;

(iii) on the basis of its findings, advise the appropriate government organisations as to whether or not to accept the offer of assistance or imported technology;

(iv) scrutinise the employment generation impact of imported technology;

(v) conduct periodic evaluation of the impact of its activities on employment creation in the Ethiopian economy.

(b) An inter-ministerial committee be set up to advise government on technology policy, drawing its membership from MOPED, MLSA, Ministries of Industry, Finance,

Agriculture and Environmental Protection, Construction and Urban Development, Transport and Communications, Development Project Study Authority (DPSA), HASIDA and the Science and Technology Commission.

(c) Project selection and approval must be guided, as much as possible, by the employment maximization criterion. This would require some level of coordination between the proposed unit in the Science and Technology Commission and DPSA.

20. Unemployment among youth, particularly the school leavers, is at present quite serious in Ethiopia and will worsen in the 1990s. The university and college graduates are also likely to experience unemployment in the near future. Women in Ethiopia are more vulnerable than men to the incidence of unemployment. The unemployment situation has been further compounded by the large influx into the labour market of the ex-service men from the previous regime. The unemployment situation in Ethiopia will, therefore, deteriorate further over the years, unless pre-pre-emptive and ameliorative measures are embarked upon to redress the present critical unemployment situation. Consequently, it is recommended that:

(i) a special youth employment programme be instituted to create jobs for young school leavers in agriculture, the informal sector and the SSI sector;

(ii) skills development programmes and centres be created to provide appropriate training to the young school leavers;

(iii) the youth be assisted with appropriate inputs -- such as land, credit, raw materials, etc., -- for self-employment and be given appropriate guiding and counselling services with regard to the skill needs of the labour market.

(iv) prevailing gender-biased recruitment practices are unfavourable to the interests of women and these tend to militate against their employment opportunities. Such practices should be discouraged by ensuring that the employers afford equal employment opportunities to women;

(v) training opportunities for women should be improved and this could widen their employment prospects;

(vi) women's access to factors of production such as land, credit, technology, support services, etc., should be improved for self-employment;

(vii) the current rehabilitation programme for the ex-service men should be expanded and strengthened to reach a greater number of them. They should be provided with the means of production and training, appropriate guidance and counselling services to enable them create employment for themselves;

(viii) Ethiopians seeking employment on bi-lateral arrangements, especially in the regional groupings such as PTA, ECOWAS, the proposed African Economic Community etc., or on individual arrangements should be encouraged and assisted, and in this regard the Employment Exchange Offices of MLSA should be strengthened in order to provide information on the employment opportunities under such arrangements.

21. A good amount of unemployment is frictional, i.e. the skills being offered by the education and training systems are not those required for the jobs to be done. This type of imbalance can be corrected through making the education and training systems more effective and responsive to the requirements of the labour market and by retraining and upgrading the labour force. It is recommended that:

(i) the Manpower Planning Department of MOPED in collaboration with the Ministry of Education and MLSA put in place a mechanism for anticipating and assessing skill needs of the economy with a view to providing training interventions in a timely manner;

(ii) an integrated approach to human resources planning development and utilization, as stated in the Regional Framework for Human Resources Development and Utilization in Africa, be implemented at the national level;

(iii) retraining and skill upgrading programmes for the present labour force must be provided, using the facilities in the existing training institutions. These programmes should be designed to improve the quality of skills of the present labour force;

(iv) employing agencies, being the end users of the skills being produced within education and training systems, should be made to participate in and contribute to training by providing resources for training, and review and design of curriculum;

(v) one effective way of skill development is through industrial internship or apprenticeship. The existing apprenticeship scheme should be strengthened and expanded;

(vi) the school system must provide a balanced education -- academic and skills oriented --so as to equip and prepare the students to create jobs for themselves. They should not be mere "job seekers" but "job creators".

22. Government institutions responsible for employment planning and labour administration, in terms of both structure and infrastructure, can through their performance and interaction become more effective agents of employment creation and promotion. The present institutional arrangements and their functions can be improved upon in a manner that would be conducive to employment promotion. It is, therefore, recommended that:

(i) the Manpower Department in MOPED should be strengthened both in terms of staff and support services to render it more efficient in its manpower and employment planning functions;

(ii) the present Manpower and Employment Department in MLSA should be alleviated to the level of a full Ministry of Employment and Manpower Planning. It should have a focal point and one of its tasks should be to effectively coordinate human resources development, planning and utilization activities of various agencies, such as MLSA, Ministry Education and other organizations dealing with human resources;

(iii) a National Council on Human Resources Planning, Development and Utilization should be established under the Council of Ministers. This high-level policy making body or cabinet should be assisted by a technical secretariat to be provided by the proposed Ministry of Employment and Manpower Planning;

(iv) for effective employment planning, there must be an employment policy. Moreover, appropriate strategies must be formulated in this regard;

(v) employment planning must form an integral part of the overall national development strategy. However, effective employment planning depends on an efficient labour market information system. It is, therefore, imperative that a comprehensive labour market information system be established in the proposed Ministry of Employment and Manpower Planning;

(vi) MLSA should be strengthened so that it is better equipped to carry out its surveys, data collection and analysis functions;

(vii) the Employment Exchange Offices should be increased in number and significantly strengthened in terms of staffing so that the employment market information management is done more efficiently through them;

(viii) the present system of placement of job seekers through the Employment Exchange Offices is a bottleneck to employment creation. Employers prefer to employ from the open market. Therefore the present regulation, in this regard, must be reviewed;

(ix) the prevailing recruitment practices pertaining to university graduates tend to limit the private sector's access to employing such high level manpower. Therefore,these practices must be reviewed;

(x) macro manpower and employment planning should be discouraged in favour of sectoral and regional manpower and employment planning. Proclamation 7/92

allows for some sort of regional autonomy with regard to planning, resource allocation. Therefore in the future, sectoral and enterprise level manpower and employment planning should be encouraged. The information so collected could be aggregated to feed into an overall national or macro level planning;

(xi) there is an urgent need to set up a national data bank providing information on employment, unemployment and labour force situations in Ethiopia. The data bank should be set up in the proposed Ministry of Employment and Manpower Planning;

(xii) in view of the new labour code, allowing for the operations of the private sector, it is proposed that the role of Employment Exchange Offices should be limited to providing employment services, e.g. information on job seekers, guidance and counselling services, and not the placement of job seekers.

23. At present a number of factors have depressed productivity in Ethiopia. Since productivity enhancement is essential for an appreciable rate of growth of employment, it is recommended that:

(i) steps be taken to improve management skills in the public sector as well as the private sector;

(ii) management should be productivity - focused;

(iii) improved incentives should be accorded to managers and workers;

(iv) workers' skills should be upgraded to make them more productive;

(v) managers should be given autonomy commensurate with their responsibilities. They must also be accountable for their actions;

(vi) work ethic should be inculcated;

(vii) a National Institute for Productivity Enhancement should be established;

(viii) a National Productivity Council should be set up and its task should be to formulate policies relating to productivity norms, establishing productivity measures, etc;

(ix) there is need to create productivity culture in society. It is proposed that the concept of productivity development be introduced in the school curriculum so that the appropriate attitudes to work could be developed at the formative stages of the child's development.

24. In view of the fact that the two sectors likely to absorb the growing labour force will be the agricultural and informal sectors, it is proposed that appropriate and enabling environment, resources and support services be provided to help these sectors graduate from the current low levels of development. In this regard, it is recommended that:

(i) land reforms be implemented;

(ii) access to complementary factors of production, such as credit, technology, extension services, training, etc., be provided to those engaged in the agriculture sector to improve their productivity levels;

(iii) all productivity enhancement and development efforts should provide for appropriate participation by the farmers and in this regard a participatory approach to sustainable agricultural development and productivity should be adopted;

(iv) the agriculture sector should be diversified and export promotion encouraged;

(v) agro-industries be encouraged and supported by appropriate inputs and resources, including marketing services;

(vi) the present regulatory and administrative practices, such as licensing, etc., which constrain the growth and development of the urban informal sector should be rationalised and reviewed;

(vii) the urban informal sector should be provided with adequate resources, skills training, management training and support services to help it move out of the present low level of productivity, into micro and small-scale enterprises.

25. On the supply side, the rapid increase in the labour force, due mainly to the high rate of population growth, if unchecked, will worsen the unemployment problem in Ethiopia. It is, therefore, strongly recommended that a development oriented population policy in Ethiopia be formulated and implemented.

PART III

SUMMARY OF PROCEEDINGS

3.1 Official Opening

26. Dr. Sadig Rasheed, Chief of the Public Administration, Human Resources and social Development Division (PHSD) of the ECA welcomed the participants, on behalf of Mr. Issa Diallo, the UN Assistant Secretary General and Acting Executive Secretary of ECA, on behalf of the colleagues at PHSD and on his own behalf, to this National Workshop on Employment Planning and Productivity Enhancement in Ethiopia. He then asked Mr. Abdul-Razak Ahmed, the Vice-Minister of Labour and Social Affairs of the Transitional Government of Ethiopia, to open the workshop.

27. In his address, the Hon. Vice-Minister welcomed all the participants to the national workshop organized by the ECA in collaboration with the Ministry of Labour and Social Affairs. He noted that Africa was still going through a very difficult socio-economic period characterized by a huge debt burden, drought, desertification, civil war which resulted in displacement of huge numbers of the people. He went on to say that Africa was caught in the deplorable situation of unemployment, underemployment, rapid population growth, slow economic expansion as a result of the interplay between internal and external factors. Hunger, disease, ignorance and a general condition of extreme poverty characterised the lives of most of the African peoples.

28. He said that the employment situation in Africa was likely to deteriorate even further in the 1990s. According to the World Bank estimation, productive employment would increase only by 2.2 per cent per annum in comparison with the projected regional labour force growth rate of 3.3 per cent per annum. As a result of the continuous economic and social crisis, the ever increasing labour force was confronted with decreasing employment opportunities. Among the unemployed the youth and women tended to bear a disproportionate burden of unemployment.

29. The root causes of unemployment in Ethiopia were many, namely the slow rate of economic growth, inadequate human resources planning, poor educational system with emphasis on academic rather than vocational education; the high population growth rate; and above all thirty years of civil war coupled with drought and famine.

30. He told the participants that the Transitional Government of Ethiopia was committed to tackling the unemployment problem in Ethiopia. Appropriate policies and strategies aimed at improving the situation were being formulated. These included, among other things, strengthening economic and manpower planning, educational reform and improving economic policy with a view to attracting private investors so that opportunities for the unemployed could be created.

31. He emphasized the importance of capital and foreign exchange saving technologies in relation to employment generation. Therefore, higher priority would be given to sectors and projects which would create more employment. In this regard the rural sector, the urban informal sector, medium, small and micro-enterprises and employment intensive construction and production projects would receive more attention than was the case in the past.

32. He concluded his opening statement by thanking the ECA for its continued involvement in providing assistance to member states in their efforts to strengthen and improve the planning, managing, monitoring and evaluation of their human resources development and utilization policies and programmes by means of seminars, workshop, conferences and through the publication of technical documents and the conduct of research.

33. In his opening statement, Dr. Rasheed started of by informing the participants that ECA,his colleagues at PHSD and he were privileged to have been invited to collaborate with the Transitional Government of Ethiopia in organizing this National Workshop on Employment Planning and Productivity Enhancement in Ethiopia. He hoped that the workshop would deepen the understanding of the problem of unemployment in Ethiopia and help clarify strategies needed to deal with the root causes of the problem.

34. The economic crisis of the 1980s had led to dramatic increases in the levels of unemployment and underemployment in Africa, thereby exacerbating the " human crisis" in the continent. This drastic situation had been of great concern to African countries and the international community alike, and had led to the adoption of regional strategies to tackle this problem. The Third meeting of ECA Conference of Ministers Responsible for Human Resources Planning, Development and Utilization had decided to take individual steps at the national level and collective actions at the sub-regional and regional levels to address the unemployment issue as a top most priority. The Heads of State and Government of the OAU gave further expression to this concern at their Twenty-Seventh Ordinary Session and adopted the Declaration on the African Employment Crisis. The Fourth Meeting of ECA Conference of Ministers Responsible for Human Resources Planning, Development and Utilization further elaborated strategies for the implementation of the recommendations of the Declaration.

35. He told the participants that it was not his intention to go into the details of how to solve the problem of unemployment. However, two conclusions emerging from the strategies discussed at various conferences suggested that the capacity to create employment was ultimately a function of the ability of the economy to grow in an accelerated and sustainable manner; and the unemployment problem must be dealt with within the framework of an integrated approach to human resources development, planning and utilization.

36. He noted that the unemployment problem was no less serious in Ethiopia than in other African countries. He stated that it was his pleasant duty to register his appreciation for the seriousness with which the Transitional Government of Ethiopia and the Ministry of Labour and Social Affairs, in particular, were determined to deal with the problem. The creation of a

Manpower and Employment Advisory Committee and the establishment of a Manpower and Employment Department at the Ministry of Labour and Social Affairs, to help formulate and implement comprehensive policies and strategies to deal with the unemployment problem, was a testimony to that commitment. He further pointed out that the collaborative effort of the Ministry of Labour and Social Affairs in organizing this workshop further indicated its determination to deal with the issue in a more structured manner.

37. He asserted that the workshop would provide a unique opportunity for fruitful interaction and dialogue between the concerned public officials, on the one hand, and their colleagues at ECA and observers from other UN organizations, on the other hand, to identify the socio-economic constraints to employment generation and to propose strategies, policies and programmes for employment creation and productivity enhancement in Ethiopia.

38. In this regard, the workshop was, among others, expected to examine how the educational and training systems in Ethiopia could be made relevant to development needs; review productivity trends and propose strategies for employment creation and productivity enhancement, examine the effectiveness of institutional arrangements for employment planning and make recommendations on the measures needed to strengthen employment planning at the country level.

39. He hoped that the recommendations emanating from the deliberations of this workshop would provide a firm basis from which the concerned authorities would proceed to institute measures to reverse the unemployment trends.

40. He then wished the participants success in their deliberations and thanked them for their attention.

41. Dr. Rasheed invited Prof. Vremudia Diejomaoh, Director of ILO-JASPA, to say a few words about JASPA's involvement and efforts in tackling the problem of unemployment in Africa.

42. Prof. Diejomaoh thanked Dr. Rasheed for affording him this opportunity to make a few remarks. He thanked the Hon. Vice- Minister and the Ministry of Labour and Social Affairs for having invited JASPA to participate in this workshop. He congratulated the Ministry and ECA for taking the initiative to organize this very important workshop.

43. He went to say that JASPA was working closely with the Ministry of Labour and Social Affairs, and had organised a workshop on the problem of youth and youth unemployment in Ethiopia. The issue of unemployment in Ethiopia was also discussed at the Inter-Africa Group in December 1991.

44. He told the participants that for effective employment planning, JASPA believed that detailed information was needed for policy changes. The information base was weak in Ethiopia. To

enlarge this base, JASPA hoped to collaborate with the Ministry of Labour and Social Affairs and other agencies to launch a country mission for Ethiopia, with the UNDP providing support for a multi-agency planning and human resource mission.

He then wished the participants successful deliberations.

3.2 Operational Modalities

45. The chairperson called the meeting to order and asked Mr. Chiwona, Chief, Human Resources Planning section of PHSD to introduce the operational strategy of the workshop. Mr. Chiwona elaborated on the objectives and the content of the workshop, which were clearly set out in the Aide-Memoire distributed to the participants.

46. He told the participants that the workshop would focus on lecture presentations followed by plenary discussions. Although panel discussions were not common in training workshops, provisions were made in this workshop for two panel discussions. These were:

1. Relevance of educational and training systems to national development; and

2. Improving the effectiveness of employment planning and labour administration institutions in Ethiopia.

47. There would also be group discussions, followed by plenary discussions. The workshop was intending to discuss issues pertaining to employment planning and productivity enhancement in Ethiopia and therefore he invited the participants to be objective in their discussions. He emphasised on the usefulness of constructive criticisms and openness when analysing the problem of unemployment in Ethiopia. He stressed the need for a fair discussion and that participants should not feel inhibited in engaging in such constructive criticism. A fair discussion should not be misconstrued as a personal criticism. He then told the participants that the evaluation of the workshop would be on Friday, 10 July. This would be both in the form of filling in a questionnaire and a verbal assessment of the effectiveness of the workshop.

He then wished the participants fruitful deliberations.

3.3 A Regional Framework for Human Resources Development and Utilization

48. In presenting the 'Regional Framework for Human Resources Development and Utilization in Africa', the ECA resource person stated that in response to the call for action by the Khartoum Declaration to increase efforts to support the development of human resources in Africa, the United Nations set up an Inter-Agency Task Force on Human Resources Development and Utilization, which was chaired by ECA and co-chaired by UNDP and was composed of ILO, WFP, FAO, WHO, UNFPA, UNDP, UNICEF, UNIDO, UNESCO, The World Bank and ADB.

49. The Framework delineated the strategic priorities, objectives and interventions required to enhance the development and utilization of human resources. These, she said, were:

(i) an organizational and institutional framework at the national level for human resources development and utilization;

(ii) the development of basic education for all through the provision, expansion and strengthening of basic and functional education for children, out- of -school youths, and illiterate adults;

(iii) maximizing employment opportunities through shifts in macro economic policies, the strengthening of institutional support programmes and the institution of special employment generation programmes;

(iv) middle and high level manpower development to support the development of science and technology for development;

(v) capacity-building for the effective management of development through training and greater support to the institutions;

(vi) encouraging popular participation in development by enabling citizens to make choices about matters affecting their life and welfare;

(vii) creating an atmosphere that is conducive to motivation, efficiency and productivity;

(viii) meeting critical health and nutritional requirements; and

(ix) the improvement of human resources policy formulation, planning and management capacities.

50. She further explained that the Framework emphasised an integrated and inter-sectoral approach to nurturing and activating the human factor in development. In other words, the Framework emphasised on the mutualities between polices and programmes, for example, in education, training, health, employment, that hitherto, have been conceived in relative isolation.

51. The Framework outlined the financial modalities of the implementation of human resources development and utilization initiatives. It suggested measures, such as the efficient allocation of limited domestic resources to human resources development and utilization through cuts in defence spending as well as through reduction of outlays on external debt servicing, financial leakages and contributions from the private sector.

52. The major concern of the Framework was the establishment of human resources development and utilization data systems at the national, sub-regional and regional levels so as to facilitate the

monitoring and evaluation of specific projects and programmes and the total human resources development and utilization situation, in terms of a complete set of indicators -- inputs, processes, output and impact.

53. The ECA representative noted that the implementation, monitoring and evaluation of the Framework would require concerted and coordinated participation of the governments of individual African countries, the United Nations and other multinational development agencies, both national and international. However, she stressed the fact that the primary responsibility for the successful implementation of the Framework rested with the African governments and people.

54. Finally, the ECA representative pointed out that given adequate support at all levels, the implementation of the Framework could lead to substantial and decisive improvements in the human resources development and utilization situation by the end of the second 5-year phase, i.e. by 1995.

55. In the discussion of the paper that followed, participants focused on the quantity and quality aspects of human resources development within the context of the Regional Framework for human resources development and utilization. The participants felt that there was a close relationship between the quality of output of the educational system and their appropriate deployment. It was felt that the quality of education in Ethiopia was deteriorating due to the resource constraints. The investment in education in Ethiopia was low and that education was in a real crisis. Without the interventions of international agencies, it would be difficult to improve the quality and expansion of human resources development in Ethiopia. Retention of qualified and competent skilled human resources was also a real problem in Ethiopia. Unless the education sector received high priority in terms of resource allocation, the quality of education would further deteriorate in the future.

56. The problem of utilization and employment of skilled manpower was closely related to the environment in which such trained people operated. It was therefore imperative that conducive environment be created in Ethiopia to attract and retain qualified manpower.

57. The participants felt that the integrated approach to human resources development and utilization, as stated in the Regional Framework, had the merit in minimising the imbalances between human resources development and utilization. The Framework should be adopted at the national level so as to avoid the problem of the mis-matches' between the type of manpower available and the needs of the labour market. However, participants felt that while the integrated approach to human resources development and utilization, in theory, could assist in employment promotion, there was a need to clearly identify and analyse the major causes of the problem of human resources utilization in Ethiopia.

3.4 The Unemployment Problem in Africa in the 1980s and a Policy Framework for Increasing Productive Employment in the 1990s and Beyond

58. In presenting this paper, the ECA resource person started by saying that one of the critical development issues in Africa during the 1990s would be the promotion of productive employment in the era of structural adjustment. Following the economic crisis which engulfed the African continent in the 1980s, well over three-quarters of the ECA member states have implemented structural adjustment programmes (SAPS). The SAPs have resulted in worsening the employment situation on the continent. However, adjustment is seen as an integral part of the development process in Africa. Therefore, the objective of the paper was to examine the employment situation in Africa in the 1980s with a view to determining the role of SAPs in increasing the unemployment problem on the continent; and to suggest a policy framework for increasing productive employment in the era of slower economic growth and structural adjustment.

59. On reviewing the employment situation on the continent by sector, the ECA representative said that not only was the share of the labour force in wage employment in the formal sector small, but the latter's share fell from an average of 10 per cent in 1980 to less than 8 per cent by 1990. The share of the formal sector in absorbing the labour force in the future was estimated to further decline. Not only did the agricultural and urban informal sectors absorb the vast majority of the labour force, in the absence of employment opportunities in the formal sector, the informal sector was likely to be the employer of last resort in urban Africa. Although, agricultural sector absorbed between two-thirds and three quarters of the labour force, a significant proposition of peasants reported non farm activities as their main source of cash income. Thus, as agriculture alone was unlikely to absorb productively all new labour force recruits in the rural areas, non-farm activities would have to play an important role in labour absorption.

60. The ECA representative stated that unemployment rates in sub-Saharan Africa were on the increase. The incidence of unemployment was highest in the urban areas and among the educated youth. The causes of unemployment were many and varied. However, the adoption of SAPs had contributed to the weakening of Africa's ability to generate more employment opportunities. The public sector in Africa had been forced to freeze new recruitment and this had been accompanied by massive retrenchment of the work force. To some extent, the educational systems' programmes were not relevant to Africa's changing socio-economic needs. However, the major causes of unemployment were the low rate of economic growth and the increase in the labour force growth rate due to a high rate of population growth on the continent. African governments policy on employment and utilization of human resources continued to be ambiguous. Moreover, the manpower and employment functions were currently not being effectively carried out in many African countries.

61. The ECA representative went on to say that educated and graduate unemployment represented not only a waste of the continent's scarce resources invested in people through education and training, such a situation encouraged the brain drain. Moreover, unemployment constituted a significant factor in depressing productivity levels within the region. Thus, inefficient utilization of labour, and in particular, the educated manpower, was an important variable in the growth equation.

62. In the context of the employment crisis in Africa, ECA resource person suggested a policy framework for employment generation under conditions of slower growth and structural adjustment. The thrust of the policies suggested included: restoring economic growth at a high enough and sustainable level; a population policy; improving the management of human resources in the various sectors through the provision of appropriate training programmes; work oriented education; making employment planning an integrated part of the overall development strategy; establishment of an efficient labour market information (LMI) system, increasing public investment in productive activities by redirecting resources from low priority areas such as the military; increased productive inter-linkages between the agricultural and industrial sectors; sectoral manpower planning; employment and manpower planning for self-employment in the agricultural and informal sectors; manpower analysis which aimed at improving the understanding of the working of the labour market processes and would help to identify the main manpower issues and imbalances. The ECA representative reiterated that manpower analysis was of vital importance to the implementation of the various policy instruments suggested under the AAF-SAP.

63. The ECA representative concluded her paper by emphasising the importance of adopting this new framework (the essence of which was to make employment planning sector-based; promotion of self- employment in the urban and rural sectors; and adoption of manpower analysis) and the proposed AAF-SAP's policy instruments so as to improve the labour absorptive capacities of the African economies. Without this kind of framework and policy instruments, it was difficult to envisage a reduction in the current high levels of unemployment any sooner.

64. The discussion centred around the impact of SAPs on employment. The participants were concerned about the negative impact of SAPs if Ethiopia decided to opt for the World Bank/IMF adjustment policies.

65. The participants asked questions on the concept of SAP. Part of the discussion focused on the overall impact of SAP and the general consensus was that Ethiopia should avoid devaluation at all cost. SAP was seen as a demand depressant which would have a negative impact on employment opportunities.

66. It was proposed that Ethiopia could devise its own structural adjustment programme, for example reforming the public sector by trying to make it efficient; providing support to the informal sector it had the potentials for employment generation.

67. It was further proposed that the ECA should convince the Transitional Government of Ethiopia to initiate reforms in the public sector and encourage the growth of the private sector. If the government failed to bring about the structural transformation in the Ethiopian economy, only then the World Bank /IMF SAPs could be adopted.

68. There was some discussion on the role and purpose of SAPs in economic development. In this context, ECA representative elaborated on the ECA initiated AAF-SAP document. She further explained that the strategies proposed in the AAF-SAP document were geared to employment generation and enhancement. She urged the participants to read the document which was distributed to them.

3.5 The Structure and Performance of the Ethiopian Economy: Its Impact on Manpower Utilization and National Development Objectives

69. In presenting the paper, Mr. Getachew Minas, Head, Manpower Department of MOPED, started by noting that the past decade was a period of disruptive process of drought, famine and war in Ethiopia that resulted in human tragedy and social crisis unparalleled in Africa. The tragedy was aggravated by poor economic and social infrastructure and disruption of economic activities. The performance of the economy, in terms of the GDP growth, in the 1980's had been only 2 percent per annum, which was lower than the population growth rate of 2.9 percent. In the latter part of the decade, the GDP stagnated while agricultural output and per capita income grew negatively. The agricultural sector being a dominant sector, its poor performance had retarded the growth of the whole economy.

70. He attributed the poor performance of the agriculture sector to recurring drought, other ecological problems and physical and policy-related constraints. He went on to say that the physical constraints to development were the country's rugged terrain and the lack of rural infrastructure. Input supply and output marketing, deforestation and desertification, all of which required huge investment, were beyond the means of the nation. Considering the policy - oriented problems, agricultural growth had been throttled by the pricing and marketing policy of the government in the 1980's. Procurement prices had not provided sufficient incentive to the farmers. Restrictions on inter-regional movement of agricultural produce had resulted in welfare loss to both producers and consumers. Heavy government investment in state farms had resulted in inefficient use of resources and the outcome had been discouraging.

71. In the 1980's, the industrial sector recorded a low growth in production primarily because of a shortage of raw materials which had resulted from a decline in agricultural production. The sector also suffered from a shortage of foreign exchange to import raw materials and spare parts. Investment levels in the manufacturing industry declined sharply during the decade. Investment for replacement and rehabilitation of old, and worn-out equipment had been inadequate to prevent the de-capitalization of some enterprises.

72. The government's investment policy had had an adverse effect on private sector industrial growth. Private participation had been limited to small-scale activities and entrepreneurs had been restricted to participating in only one venture. Allocation of foreign exchange and credit had been discriminating against small enterprises. Government interventions in price, trade and exchange rate had also adversely affected the performance and efficiency of the private sector in particular and the industrial sector in general. The government fixed price/controlled price system had not rewarded efficiency and neither had it encouraged cost reduction. The over-valuation of the local currency encouraged the import of capital goods which led to the distortion of the factor market, where capital substitution for labour became evident.

73. Generally, the productive sector performance was hampered by the policy frame-work of the government. The lack of price incentives, the absence of clear role in the economy for the private sector, limited financial facilities, inadequate economic infrastructure and the non-conducive investment climate had all contributed to the slow growth of the formal productive sector. Similarly, the informal sector suffered from lack of recognition and support by the government. He went on to say that the informal sector had great potential for generating output and employment. Government institutional measures and assistance programmes to improve the performance of the informal sector had been unsuccessful. Direct government assistance in the form of provision of consultancy services, project studies, finances, credit, availability of resources, marketing services to the informal sector were meagre or non-existent.

74. On the issue of employment, Mr. Minas noted that out of the total economically active population of 14.7 million in 1984, some 13.3 million were in the rural areas. The agriculture sector provided employment to 96.7 per cent of rural economically active population and the remaining were employed in non-agricultural activities in the rural areas. Both the public sector and the private sector(excluding the informal sector) contributed to about 48 per cent of employment for the economically active urban population. The public sector employed about 553,000 workers; while the formal private sector about 155,000 in 1984. The informal sector was estimated to have absorbed some 309,000 people in 1984. Unemployment in the urban areas was estimated at 432,000 in 1984 or 30 per cent of the economically active urban population.

75. Regarding the future employment prospects in Ethiopia, Mr. Minas stated that the agriculture and informal sectors were the only two viable sectors to absorb the growing labour force. However, he noted that both these sectors suffered from low levels of productivity. Therefore, to enhance productivity and employment in the agriculture and informal sectors, appropriate policies would need to be formulated and implemented.

76. On the policies needed to enhancement employment in the different sectors, the following recommendations were made:

a) The agriculture sector

- government should give due recognition to the small- holder peasant agriculture and ensure the provision of extension services, fertilizes, improved seeds, credit and marketing facilities;

- encouragement of private commercial agriculture, which can transform the sector through spread-effects;

- support the rural informal sector activities with a view to absorbing the rural labour force released from agricultural activities.

77. The above measures were intended to arrest rural-urban migration and retain the work force in productive rural activities.

b) The Public Sector

78. In view of the fact that the public enterprises had suffered from management and financial problems, the paper recommended that they be reformed. The reform measures may include capital restructuring, management autonomy and accountability. Other measures, such as the public enterprise divestiture, including privatization and liquidation, may also be considered.

c) Formal Private Sector

79. Considering the importance of the formal private sector in generating employment and the potential of the sector in absorbing the future labour force, the paper noted the need for the government to create confidence in the private entrepreneurs. Other measures to strengthen the private sector included: encouraging private investment, facilitating licensing and limiting government's role to regulatory functions; and creating conducive atmosphere that would allow the private sector to exhibit its potential for output and employment generation.

d) The Informal Sector

80. The paper emphasized the need for the government to recognise the importance of this sector in employment generation. To this effect, government assistance to this sector, in the form of providing consultancy services, finance, credit and marketing facilities, would enhance its employment generation potential.

81. In the discussion that followed, participants concurred with the presenter that the agriculture sector was the backbone of the economy. Therefore, it was important to raise productivity in this sector and create productive linkages with other sectors of the economy. The agriculture sector needed to be supported through the provision of appropriate inputs, including the diffusion

of technology and services. A diversified and productive agriculture sector had the potentials to create employment. However, for rapid economic growth, direct employment in agriculture sector should be reduced by raising productivity and thus the labour force released from direct production should be employed in agro-industries.

82. It was observed that since the role of the private sector in development had been discouraged in Ethiopia, appropriate measures and policies needed to be put in place for strengthening its role in the economy. The government must create a conducive environment to attract private investment. There were a good number of retired executives in Ethiopia and they could be encouraged to invest in productive activities. In this regard, positive policy guidelines and appropriate incentives were needed to encourage private investment in the country.

83. One participant observed that since there were a number of retired executives and managers in Ethiopia, their services could be availed of by the industrial sector, including the SSIs through private consultancy offices. The participant proposed the idea of the Service Core of Retired Executives (SCORE) and the Active Core of Executives (ACE) whose services could be utilized by the SSI sector. Thus, if the SSI sector were to be properly organised, there were adequate organizational and management capacities in Ethiopia to assist the sector in terms of providing consultancy services.

84. A point of clarification was raised regarding whether Ethiopia had capable managers or whether the environment was not conducive for them to apply their management skills. The presenter clarified by stating that it was not the quality of managers that was being referred to, but the lack of a conducive environment which deterred them from effectively performing their responsibilities. It was stressed that Ethiopians were good managers, but they were not delegated appropriate authority and were, thus, rendered ineffective.

85. It was noted that there was no single manager for an enterprise. The plant manager, party representative, unions and workers control committees shared managerial responsibilities. This sort of a management system depressed worker productivity as workers did not know to whom the ultimate authority was delegated. There was a consensus among the participants that management autonomy had a positive impact on worker productivity, which would, in turn, enhance economic growth and, in the final analysis, contribute to job creation.

86. The following recommendations were made in relation to improving the performance of the Ethiopian economy;

i) encourage private investment by liberalizing issuance of licences; pricing; credit and foreign exchange policies. The role of the government should be limited to regulatory functions and its dual role as owner and regular should cease to exist;

ii) improve the economic management of enterprises and liquidate inefficient enterprises;

iii) provide an enabling environment for the growth and development of the rural sector, urban informal sector and SSIs, through appropriate incentives, such as foreign exchange retention schemes; banking and financial services and credit schemes; establishment of development banks to cater for the needs of the SSIs; rural banks for the credit needs of the agriculture and the rural sectors; market research; provision of business premises, for example, by setting up industrial estates; specialised agencies for the promotion of SSIs through establishing units for the SSIs in the Chambers of Commerce;

iv) management autonomy with accountability;

v) continuous development of managers through appropriate task-focused training;

vi) mobilizing consultancy services of available active and retired managers for addressing the problem of management in the country. The SSI sector could gain tremendously through the services of such qualified and experienced Ethiopian managers and executives. One such way would be to encourage the establishment of private consultancy companies and consortia which could render management and related services to the private sector.

3.6 The Unemployment Problem in Ethiopia: its Extent, Structure and Composition

87. In presenting this paper, Mr. Mesfin Kassa, Assistant Expert, MLSA, stated that although available data on unemployment in Ethiopia were inadequate and unreliable, the magnitude of the unemployment problem was significantly high and increasing. He drew the attention of the participants to the limitations of the unemployment data collected through surveys and the Employment Exchange Offices. He stated that two alternative approaches could be used for obtaining reliable data. The first approach which was comparative, collected data from various sources of studies and drew inferences regarding the magnitude and rate of unemployment. The second approach focused on generating new estimates and projections based on growth of output, population and labour force participation rates.

88. Utilizing the unemployment data collected through the Employment Exchange Offices to analyse the structure and composition of the unemployed and the particular groups of the population that were more prone to unemployment, Mr. Kassa stated that the youth (i.e. 15-29 years of age) were more vulnerable to unemployment. Moreover, the rate of unemployment was higher among women compared to their male counterparts. The illiterates were more prone to unemployment than their educated counterparts. However, the incidence of unemployment was quite high among the educated (with primary to secondary level of education) too, though it was less pronounced among the university graduates. Unemployment was higher in the urban areas compared to rural areas and that among the unemployed those without prior work experience constituted the majority.

89. The paper attributed the rising trend in unemployment to the absence of a commensurate growth rate of labour absorptive capacity which was dependent upon the growth of the economy and efficiency in allocating labour resources in the existing economic situations. Hence the low level of economic development was partly responsible for the unmatched growth of unemployment. In addition, a very high growth rate of the labour force due to a very high population growth rate was responsible for the present state of unemployment in Ethiopia. The lack of correspondence between the skills of the job seekers and the requirements of the labour market rendered the former unemployed.

90. The paper briefly touched on the previous efforts made and the policies formulated for employment generation in Ethiopia. It added that the overall impact of such policies had rather been weak. The problem of unemployment in Ethiopia remained unsolved.

91. The paper recommended three sets of policies for solving the unemployment problem in Ethiopia:

(i) General Policies

- there was a real need of a population policy which should address specific measures relating to family planning, migration, urbanization and regional distribution of the population;
- on the economic front, investment and fiscal policies must be reviewed and designed to have a greater impact on employment creation;
- the type of technology which promoted employment creation, without undermining productivity, should be adopted.

(ii) Sectoral Policies

- development and revitalization of the agriculture sector through the provision of necessary inputs and improved services; and marketing of produce. Such measures would assist in higher output as well as generate more employment;
- adoption of an incomes policy that discouraged rural-urban migration and the elimination of factor price distortions were some of the major policy measures that needed to be adopted in conjunction with other measures;
- development of the rural informal sector along with that of the other sectors would contribute to employment creation.

(iii) Specific Policies

92. Since the problem of unemployment was more acute among the youth and the educated, specific measures needed to be implemented, for example,

- appropriate training for the unemployed youth;
- since the female job-seekers were at a disadvantage, legal provisions to ensure equality of sexes for employment opportunities should be instituted;
- labour intensive public works programmes, in agriculture and construction activities (which require low levels of skills since a significant proportion of the unemployed were unskilled) should be encouraged to generate employment;
- the staffing situation in the labour exchange offices should be strengthened to enable them find placements for job seekers.

93. Based on the analysis in the paper, Mr. Kassa concluded that the proper guidance and consolidation of training activities were essential to fulfil the requirements of vacancies from amongst the job-seekers, thereby making additional placements possible. This was one of the ways of creating employment and reducing imbalances between the demand for and supply of trained manpower in Ethiopia.

94. In discussing the paper, a number of pertinent issues were raised regarding the measures that needed to be taken to combat the problem of unemployment in Ethiopia. Since unemployment was the consequence of the low aggregate demand, investment in the private sector should be increased by encouraging domestic saving and investment levels.

95. The participants felt that a politically stable environment was critical to attracting domestic private investment. Therefore, while employment generation was contingent upon resource mobilisation, both domestic as well as foreign, ensuring political stability would step up such investment initiatives.

96. It was observed that the present labour code allowed Ethiopians to work abroad and this measure could, in the short run, alleviate the problem of unemployment. Ethiopians could be encouraged to work abroad under bilateral agreements. However, labour code should include that Ethiopians working abroad should be allowed to repatriate a certain proportion of their earnings back to Ethiopia. The labour code should specify the type of skilled manpower who would be allowed to work aborad. It would be preferable if such bilateral agreements could be made with the regional groupings such as the PTA, ECOWAS, etc. In this way, skilled manpower would be retained within the continent.

97. Accurate and reliable data on the magnitude of unemployment was not available in Ethiopia. The employment exchange offices were unable to provide updated information on the employment situation in Ethiopia. The participants wanted to know why the employment exchange offices were unable to provide such important information. The reason given was that the employment information system was set up in such a way that there was no feed back mechanism between job seekers and employers once the vacancies were filled.

98. It was brought to the attention of the participants that while the employment exchange offices were responsible for registering job seekers, there were three different placement agencies, e.g. the Central Placement Agency; the Public Service Commission and MLSA. There was no coordination among the three employing agencies.

99. The problem of unemployment in Ethiopia had been exacerbated by a large influx of about a quarter of a million ex-service men. There was need to rehabilitate such demobilised soldiers into civilian life through providing them with appropriate training and factor inputs to help them create jobs for themselves.

100. The rapid population growth was further aggravating the problem of unemployment in Ethiopia. There was no clear population policy. The lack of rural development policy and the informal sector development policy suggested that the scope of the two sectors in absorbing the growing labour force had not been appreciated. Therefore, appreciable measures and policies were needed to be put in place for the promotion of the agricultural and urban informal sectors to enhance their capacities to generate and promote employment.

The following were recommended:

i) a central data bank on the labour force, employment and unemployment situation, wage levels should be created so that reliable data on the employment situation could be available for policy matters;

ii) labour intensive programmes should be undertaken to promote employment;

iii) employment in the agriculture sector should be increased by making more land available for cultivation;

iv) young people could be encouraged to work in the agriculture sector by providing them with appropriate technical and productive facilities as well as rural infrastructure;

v) additional employment could be created by encouraging the private sector and SSIs;

vi) special employment creation programmes should be created for the ex-servicemen;

vii) special growth employment programmes should be promoted to redress the serious problem of unemployment among the youth;

viii) the problem of unemployment should be tackled from all levels, e.g. the demand and supply sides, raising productivity levels, making the educational and training systems relevant to the requirements of the labour market;

ix) an employment policy should be formulated and adopted;

x) the employment exchange offices should be strengthened and adequately staffed to enable them collect appropriate information relating to employment and unemployment trends.

3.7 The Educational and Training Systems in Ethiopia: Their Relevance and Role in National Development

101. In presenting this paper, the ECA resource person started of by briefly touching on the structure of education in Ethiopia. The education system could be classified into three major areas, related to each other in many ways:

(i) the sub-system of full-time formai general education;

(ii) the sub-system of post-secondary education;

(iii) the adult education sub-system consisting of:

- basic literacy skills,
- post literacy programmes and continuing education;
- specific skill training for adults.

102. The Ministry of Education was responsible for the above three major sub-systems of education. However, on-the-job and job-specific training for employment was the responsibility of a wide range of government and non-government agencies in Ethiopia.

103. Regarding the objectives of general education (i.e. grades 1 to 12) in Ethiopia, the ECA representative stated that these were essentially directed at providing a satisfactory foundation for subsequent training and education. The school-leavers and those who dropped-out of the school system were ill-equipped for the 'world of work,' both wage and self-employment.

104. A growing concern had been expressed in the quantitative disequilibrium between the output from the general education system and the national capacity for their absorption into employment. For example, out of the total enrolment of some 50,000 students in grade 12, less

than 25 per cent in any given year would proceed to tertiary education and perhaps find a regular employment meriting a grade 12 educational background.

105. In order to reduce the imbalances between the demand and supply of the educated manpower, the paper addressed to the issue of human resources planning, particularly in the context of socio-economic uncertainties and the realities of the labour market in Ethiopia. The paper further pointed out the difficulties Ethiopia was encountering in absorbing the output from the technical and vocational secondary education system. In order that the outputs of the educational system could become employable, the ECA representative invited the participants to reflect on the following areas:

- the degree of specificity in courses;

- the length of courses - series of short, intensive or longer courses;

- the integration of pre-employment training and post-employment training in an overall training strategy.

106. The specific training programmes for adults, for which the Ministry of Education was responsible, were entirely focused on the upgrading of skills for adults already self or otherwise employed. Much of these programmes were more concerned with the support of traditional crafts and skills than with the introduction of new skills. Consequently, such training programmes had little impact on the widening and deepening of the spectrum of employment.

107. The ECA representative concluded her presentation by noting that the educational system in Ethiopia did not prepare the vast majority of the school output for gainful employment - wage or self. Therefore, there was an urgent need for the government to formulate appropriate policies and strategies which would minimize such skill imbalances and make the educated 'employable'. The role of education should be to enable the educated to be 'job creators' and not mere 'job seekers'. The former would require the provision of an appropriate and enabling environment for self-employment.

108. In view of the problem of educated employment in Ethiopia, a panel of specialists from the Ministry of Education had been invited to address this particular session of the workshop. The panel, comprising of specialists in the areas of planning, technical and vocational education, curriculum development and higher education, were expected to discuss the policy and objectives of a unified and universalised system of Grade 8 polytechnic education in Ethiopia and the extent to which this could solve the problem of educated unemployment; programmes and strategies for making technical and vocational; and higher education more relevant and responsive to the needs of the labour market in Ethiopia. The ECA resource person informed the participants that these and other issues would be covered by the specialists from the Ministry of Education.

109. The panel of specialists from the Ministry of Education was also expected to talk about the recent changes in the education system and, in particular, the efforts made in improving the effectiveness and relevance of education and training to the labour market needs in Ethiopia.

110. The general discussion that followed was based on the issues arising from the paper presented by the ECA resource person and the panel discussion. The issues for discussion included:

- The relevance of education -- primary, secondary and tertiary levels -- to the needs of the economy. In other words, whether there was a mismatch between the skills possessed by the educated and those needed by the labour market;

- Whether there was any coordination between the education and training institutions and the employers of such trained people;

- Whether the education system prepared the students for the 'world of work' including self-employment;

- To what extent had the science and technology policy affected or influenced the design of curriculum and teaching programmes, etc.?

- How did the universities in Ethiopia establish their enrollment levels, curriculum, teaching programmes, etc.?

111. Some of the above questions were answered by the panel. It was observed that since the performance of various sectors of the Ethiopian economy oscillated, this had affected the demand for skilled manpower. In this case, should one blame the ill-performance of the economy or the training system in bringing about the problem of educated unemployment? Little research had been done to ascertain whether the problem of educated unemployment was due to the 'mismatch' phenomenon or the low aggregate demand for skilled manpower. The panellists felt that it was the national manpower planning approach that should be held responsible for the problem of educated unemployment. Since national manpower planning was based on the assumed sectoral growth targets, any change in such assumptions would have a drastic impact on the outputs of the educational and training systems.

112. The incidence of graduate unemployment in Ethiopia was not prevalent at the moment because of the 'guaranteed placement' scheme. However, it had been recognised that there was a surplus of first degree level graduates in certain programmes, e.g. social sciences, agriculture. It was noted that the demand for postgraduates was not yet fully satisfied, not even for the public sector. If the private sector took off, the demand for university graduates (including the first degree holders) would increase and the present surplus of graduates in certain fields could be redirected into the private sector.

113. It was remarked that in the future universities and colleges would become more autonomous and hopefully they would be conscious of the needs of the labour market. Similarly, students would also be more realistic in the choice of their fields of studies. Consequently, the programmes offered in universities would be more effective and relevant in meeting the labour market needs.

114. The National Council for Technical, Vocational Education and Training was responsible for standardization, accreditation and certification of technical and vocational education in Ethiopia. It was being strengthened by reorganising it into councils in different fields of specializations, e.g. agriculture, construction, electrical, electronics, home economies, etc., and the specialization committees such as electronics servicing, food and nutrition, automechanics, etc. However, at present, the National Council was not functioning effectively.

115. Regarding the issue of unemployment among technical secondary school graduates, it was pointed out by the panellists that this situation was partly to be blamed for the lack of accreditation. There was no national body to set standards for technical and vocational training. The employers preferred to hire academically qualified school leavers and train them in the required fields to hiring technical and vocational school graduates whose credentials were not certified by a national accreditation body.

116. A number of recommendations were made to improve the relevance and effectiveness of education and training systems to the needs of the Ethiopian labour market:

i) the National Council for Technical, Vocational Education and Training should be strengthened to enable it to set up appropriate standards, accreditation and certification of technical and vocational education in Ethiopia;

ii) the coordination between the Ministry of Education and the Manpower Department of MOPED should be strengthened to avoid the mismatches between the demand for and supply of trained manpower;

iii) macro manpower planning should be discouraged in favour of sectoral manpower and employment planning. A coordination mechanism should be created whereby the sectorial manpower needs could be communicated to the Ministry of Education to enable the latter to provide the education and training programmes commensurate with the needs of the labour market;

iv) the Regional Framework for Human Resources Development and Utilization should be adopted at the national level. The integrated approach stated in the Framework was designed to minimise such imbalances between the demand and supply of educated and trained manpower;

v) HASIDA should reorient its objectives by initiating projects for the school leavers. HASIDA should also assist in mobilising resources for youth employment projects in Ethiopia;

vi) the Ministry of Education in coordination with MLSA should provide career guidance and counselling services to students both at the primary and secondary school levels. This would assist the students in the choice of appropriate careers in accordance with the job market;

vii) there was an urgent need to provide information on the 'job expansion' and 'job contraction' trends and patterns in Ethiopia. This would greatly assist and guide the education and training institutions in redesigning their curricula to respond to the needs of the labour market;

viii) the education and training system should inculcate among the students the right kind of attitudes to work. In this regard, students should be given appropriate entrepreneurial training so that they become 'job creators' and not mere 'job seekers'.

3.8 Workers' Training and Productivity Enhancement in Ethiopia

117. In presenting the paper, Mr. Asheber Aberra started by saying that people were the greatest asset of an organization. All the machines, materials, money, buildings, etc, were tantamount to sheer factors of production without the human element that distinguished itself as the factor that made the real difference. Here the human factor comprised the rank-and-file workers and the supervisors. In talking of productivity enhancement, the human factor referred to the schooled and skilled work force per se. Needless, therefore, to reemphasize herein as the significant role workers' training played in enhancing productivity and thereby in promoting development.

118. For the purpose of this paper, Mr. Aberra defined productivity to mean the function of providing more and more of goods and services to more and more people with less and less consumption of real resources. Training was the process that enabled workers to acquire the factual knowledge and skills to perform particular tasks at acceptable level of speed, quantity and quality.

119. Mr. Aberra pointed out that productivity in all its forms, such as capital productivity, organizational productivity and of course employee productivity, i.e. was low in Ethiopia. He attributed the problem of low productivity to factors which could be summarized as traditional, educational technological, organizational and/or political. He went on to say that one recent phenomenon that has a bearing on depressing productivity was the repeated influx of and dependence on humanitarian aid.

120. He emphasized the important role that training could, if properly designed, prepared and conducted, play in improving the prevailing deteriorated productivity situation in the country. He went on to say that strong training institutions with sound curricula of task-focused nature were inadequate, if not non-existent, in Ethiopia and that there was indeed an obvious need for needs-based training programmes in all sectors of the economy, excepting for a few specific organizations like the Ethiopian Airlines, EELPA, Ethiopia Sugar Corporation, etc., which through their in-service training units designed and conducted tailor-made programmes. He observed that the EMI made modest efforts in conducting sectoral training needs analysis (TNA) based on whose findings it designed, prepared and conducted task-focused training and consulting programmes. However, he pointed out that in this regard, the need for the results-oriented delivery method was obvious. He said that the EMI must be commended for innovating such approaches which had proved efficient and effective and thus exemplary by all means. Worthy of mention were also the Results-Oriented Management (ROM), Guided Transmission Training (GTT) and Models of Excellence. These workers' training methods had shown quantified rewarding results. One such additional training method was the Participatory Approach for Sustainable Agricultural Productivity (PASAP) which had been designed, developed and conducted for the peasant farmers, and which had proved to be successful. He further stated that the approaches under reference, namely the ROH, GTT, Models of Excellence and PASAP, were by all means worth emulating.

121. He reiterated that the prevailing alarming inadequacy of and the crucial need for strong training institutions and systematically designed and prepared programmes, aimed at reducing workers' skill imbalances, must be underscored. Thus, the fundamental need to enhance productivity through trained and skilled workers was very apparent. He proposed some remedial actions that could be taken to this effect at macro and micro levels:

A. Macro Level

- comprehensive and articulated national human resources planning;
- national training policy that ensured a basis for legality;
- responsive training institutions;
- training activities that created and expanded employment;
- awareness of and concerted efforts to inculcate productivity in the minds of youths so that it became a way of life.

B. Micro Level

- the merits of and, therefore, the need to set up in-service training units at the enterprise level;

- conduct of training needs analysis and thus needs-based training;

- systematically developed and used local case studies for training;

- designing and implementing employee participatory approaches, like quality circles, of training and productivity enhancement;

- keenness to implement and benefit from proven skills development and productivity improvement methods such as ROM, GTT, PASAP and Models of Excellence;

- creating, fostering and promoting net-working amongst related institutions at sectoral, national, sub-regional, regional and international levels.

3.9 Strategies for Improving Worker Productivity in Ethiopia

122. In presenting this paper, the ECA resource person started by saying that the paper was complementary to the one presented by Mr. Asheber Aberra. Moreover, this paper was essentially a background paper. The main objective of introducing this paper was to stress on the importance of productivity in relation to employment generation and planning and to systematically analyse the main factors affecting labour productivity; and finally to discuss the strategies for improving labour productivity in Ethiopia.

123. The ECA representative drew the attention of the participants to the various techniques and methods of measuring labour productivity. However, she added that it was beyond the scope of the present paper to delve into the methods of calculating labour productivity. Available evidence suggested that labour performance or productivity in the majority of productive and service organizations in Ethiopia was low to achieve planned or target growth rates in the various sectors.

124. Concerning the factors affecting labour productivity in Ethiopia, the ECA representative focused on the macro level factors such as the adverse weather conditions, e.g. recurring drought, and man-made disasters, e.g. the prolonged war; shortages of factor inputs such as foreign exchange, investment allocation for productive purposes, inappropriateness of the technology selected, e.g. obsolete and low productivity technology; lack of management skills; target setting which was centrally imposed without the involvement of workers and managers; and inadequate incentives for workers.

125. The recommendation proposed in the paper were based on the analysis of the problems of low labour productivity at the macro level. One of the strategies of improving labour

productivity in Ethiopia would be to set productivity targets rather that production targets for different organizations. To this effect, appropriate techniques needed to be devised and tested. The productivity targets or ratios based on such techniques could then be disseminated by MOPED. In this way, the achievement of an organization would not be measured by the level of production or service but also by the effective and efficient utilization of resources. The productivity targets should be revised regularly.

126. Another strategy for improving labour productivity in Ethiopia would be through appropriate skills development and allocation. Although it was important to develop skills through appropriate training, it was equally important that such trained manpower was deployed and placed in jobs and organizations where they could be most productive in terms of applying their skills and expertise.

127. It was essential to institutionalize productivity by establishing a National Productivity Council or Board. Among its other functions, such a Council or Board would draft productivity policies; manage national productivity campaigns; plan, direct and monitor national productivity improvement programmes; and establish sectoral productivity councils. Notwithstanding the EMI's efforts in improving national productivity through the establishment of Productivity Improvement Council at the Ministry level and further down to factory and shop floor levels, the establishment of the National Productivity Council or Board would boost the EMI's current initiative in this area. The ECA representative urged the participants to pay particular attention in their group discussions to the proposed strategy for productivity enhancement in Ethiopia.

128. The choice of an appropriate technology, both in terms of labour absorption and productivity, would be an important strategy. The Science and Technology Commission could play an important role in this area. It was also crucial that management and workers were given more autonomy than was currently the case, in the organization and management of productive and service sectors. While it was important to give the workers appropriate incentives (monetary, material and moral) in recognition of their work, before introducing certain incentive schemes (such as 'bonus-schemes,' 'piece-rate-schemes', 'suggestion-schemes'), the necessary procedures for evaluation of benefits and costs and rewarding needed to be introduced and strictly followed.

129. The two papers (3.8 and 3.9) on productivity were complementary and the discussion that ensued covered both papers. The participants concurred with the presenters that the causes of low productivity in Ethiopia included natural and man-made disasters; and socio-economic, cultural and political factors.

130. Regarding the low productivity in agriculture it was observed that farmers seemed to be satisfied with the low output. The current land distribution pattern, i.e. small holdings, backward farming methods, deforestation, low capital, lack of incentives, low capacity of farmers to buy and apply improved production technology, e.g. high yield variety seeds, fertilisers, inadequate extension services and the like, had depressed agricultural productivity.

131. It was observed that improving productivity in agriculture would mean reduced employment in this sector unless surplus was to be exported. In this regard, participants felt that agro industries utilising agricultural raw material would encourage employment generation in both agriculture and agro-industrial sectors.

132. It was noted that Ethiopia was lacking the management culture. Promotion was not always based on merit but on other criteria unrelated to work performance. Therefore, workers were demotivated and this state of affairs was not conducive to job performance. Productivity culture must be nurtured from the primary school level, i.e. the formative stage in a child's development. The misplacement of qualified manpower was another factor depressing worker productivity in Ethiopia. The participants observed that the problem of low productivity in Ethiopia would continue so long as the government remained the major employer in the formal sector.

133. There was a general consensus among the participants that productivity levels in the various sectors in Ethiopia were quite low, with the exception of very few enterprises, e.g. the Ethiopian Airlines. The present organization of production, i.e. state ownership, was consic .red to be the main factor for the low productivity in Ethiopia. The lack of adequate incentives and rewards for good work and the lack of management autonomy were, among others, contributory to the low worker productivity. The lack of understanding of the concept of productivity meant that the performance goal was measured in terms of production targets and not productivity targets.

134. A number of recommendations were made in relation to enhancing worker productivity. These were:

i) in the case of the agriculture sector, productivity could be increased by providing the farmers appropriate inputs and services, such as improved seeds variety, timely provision of fertilisers, credit, extension services, marketing facilities, attractive pricing structure. Appropriate organizational set up for the education of farmers, through techniques such as the GTT and PASAP, could also enhance their productivity;

ii) for the promotion of agro-industries, it was important to mobilise the private sector. A sensible policy with regard to land ownership and incentive structure should be formulated. Moreover, appropriate infrastructure and services, such as credit, consultancy, project designing and execution, etc., should be provided to boost productivity;

iii) participatory approach to designing policies affecting the farmers and increasing women's participation in agriculture, through providing them with appropriate training and factors of production, should be encouraged;

iv) a national campaign to propagate the productivity culture should be launched. This would be a way of sensitising workers, community and society at large about the importance of reducing wastage of resources by maximising their use in productive activities;

v) the present land distribution system must be reformed so as to control the fragmentation of land;

(vi) adoption of clear procedure for selection of personnel for training;

vii) appropriate placement of qualified manpower, including managers;

viii) recognising and rewarding the model 'farmers' and 'workers'.

3.10 Improving the Effectiveness of Employment Planning and Labour Administration Institutions in Ethiopia

135. The paper reviewed the present institutional arrangements for employment planning and labour administration; assessed the capacity and effectiveness of these institutions and presented recommendations as to what should be done to provide greater institutional support to employment generation in Ethiopia. The institutional structures and responsibilities of MOPED, MLSA, the Public Service Commission, the Ministry of Education, the Science and Technology Commission and the Central Statistical Authority were reviewed.

136. The review of these institutions showed that the exercise of employment and manpower planning had not been successful. Similarly, higher level education and training had also not been based on the manpower requirements of the economy so as to reduce or minimize the wastage in resources by producing unnecessary surplus manpower in some fields and shortages of manpower in other fields.

This situation had been attributed to a number of factors such as:

a) the low capacity of the reviewed institutions to fulfil their respective responsibilities;

b) the lack of coordination among the institutions centrally involved in employment planning;

c) inadequate attention given to employment planning both at the central as well as organisational levels;

d) the non-existence of particularly designated responsible work units to undertake the task in nearly all organizations at the lowest level;

e) the absence of trained analysts and planners for undertaking national,sectoral and organizational level employment and manpower planning analysis.

137. To mitigate these problems and make manpower and employment planning more effective, the paper recommended that:

i) the department of Manpower Planning in MOPED be strengthened with trained and experienced personnel in national employment and manpower planning. It should be able to coordinate the various agencies centrally involved in employment planning and to see that sufficient attention is given to employment planning issues and to integrate it with the national development planning process.

ii) the Manpower and Employment Department of MLSA be strengthened with resources and staff to enable it to collect and disseminate national employment data and to undertake labour market analysis and studies on issues related to employment including the informal sector. A system should be developed so as to ensure a regular flow of statistical information on employment and related matters from at least the public sector (government and semi-government organisations and agencies);

iii) the CSA should provide regular data on the various characteristics and profiles of the labour force, employment and unemployment trends. It should also provide reliable projection of the labour force on a regular basis. The 1984 census may still provide a base for a fairly reliable data to serve these purposes . House hold sample surveys and labour force surveys should be undertaken to update the data from the census;

iv) a manpower and employment planning unit/section (as appropriate) should be established within the Public Service Commission. Its basic function should be to forecast the demand for and the supply of labour in the entire civil service (using various models). And, of course, the balance of the demand and supply so that additional requirements for labour would be predicted for some future period. As this additional task of the Commission would require an enormous data base and a much better handling and processing of statistical information, the statistical section of the Commission should be strengthened and also have an access to a micro computer.

v) if manpower and employment planning were to be effective, not only should agencies involved at the central level be strengthened, but so also should those at the lowest level of economic organisation where they exist. As there seemed to be nearly no independent bodies for the planning of manpower and employment, new units would have to be established at the enterprise/factory level. These units must be cost effective. If a cost benefit analysis were to be made, the losses due to the

absence of these units would most probably prove expensive than the costs of the units.

138. With respect to labour administration, the laws relating to the administration of labour in the country, the operation of Employment Exchange offices, the registration of job seekers and their placement when vacancies were obtained were examined. It was found that a significant proportion of vacancies (about 30 per cent between 1978 and 1987/88) were unfilled and the Employment Exchange offices had been ineffective in terms of placing job seekers against the available vacancies. In the public service too, a large number of vacant posts remained unfilled for longer periods of time. Some of the reasons for this ineffectiveness were analysed and the paper made the following recommendations that would assist the placement or recruitment practices of labour exchanges and Public Service Commission more effective:

i) national standard job specifications should be developed for organisations administered by the Labour Proclamation 64/1975 so that the present practice of some employers' request for a variety of unnecessary work experience, inflated qualifications, special skills and abilities etc., could be standardized. Some work was undertaken by the office of the Wage Board. Once this was done the employment offices should be entitled to vary the criteria according to the standard job specification;

ii) a mechanism must be created to do away with the practice of preserving vacancies and the illegal recruitment of workers on temporary and contractual basis on works of a permanent nature;

iii) although several job-seekers claimed to have had some skills from experience etc. the fact that they were not certified posed problems on the effectiveness of employment offices. Hence a trade testing centre should be established to grade and certify the skill levels of the job-seekers who claimed to have skills;

iv) in addition to their present role of bringing employers and job seekers together and collecting statistics, the employment exchanges should become involved in guidance and counselling of the unemployed;

v) the recruitment of workers by two government agencies had made the information about and analysis of labour market issues impossible. Therefore, the only source of recruitment should be the employment exchanges. This would simply mean vacancies in the public service should be notified to the employment exchange offices;

vi) as these recommendations would pose an additional work load on the employment exchanges, they should be strengthened. Additional more qualified staff and training for the present personnel were essential.

3.11 Employment Generation and Productivity Enhancement Strategies in Ethiopia

139. In presenting this paper, the ECA resource person stated that this paper summarised the content of the workshop, e.g. the performance of the economy and its impact on employment; the unemployment situation; productivity trends in different sectors; the relevance and effectiveness of the educational system to national development. Against these major issues, the paper then discussed employment generation and productivity enhancement strategies in Ethiopia.

140. The gravity of the unemployment problem and the low level of productivity had already been recognised by the Ethiopian government. It had also been realised that the root cause of unemployment was the lack of economic growth and therefore the overall development strategies were crucial in solving the problems of unemployment and low productivity levels in Ethiopia.

141. The overall objectives and strategies of the Ten Year Perspective Plan (TYPP) -- 1984/85 to 1993/94 -- clearly described the areas of emphasis, i.e. employment expansion and productivity maximization. In order to attain the objectives set in the TYPP, the following strategies had been identified:

- raise the level of investment so as to expand employment;
- encourage labour intensive and capital saving technology;
- introduce a population policy;
- identify the current and future manpower requirements by educational levels and occupation;
- provide short-term training in different types of relevant fields for the unemployed with low and middle level qualifications so that they could be employed in mass organizations and could even organize themselves into cooperatives and self-employment;
- encourage employers to provide apprenticeship programmes for prospective employees.

142. With regard to raising labour productivity, the following were proposed:

- training and retraining programmes of various types for the workers;
- improving working conditions;
- encouraging the payment by the result system of enterprises by avoiding bottlenecks from the machinery in use, supply of raw materials, other inputs,etc.

143. The paper further highlighted the government's strategy to enhance economic growth and generate more employment through, for example, the encouragement of handicrafts and SSIs under the proclamation which established HASIDA. Government's settlement programme was also designed to improve and expand employment opportunities in agriculture and rural development and thereby increase output and labour productivity.

144. The following specific measures were proposed for employment generation and productivity enhancement in Ethiopia:

i) technologies which were more labour using than capital should be given priority in the short run. Technical sections of Ministries and Agencies should be strengthened so that they could play an active role in the choice of technology for the implementation of selected projects. DPSA should be in a position to give consultancy services with regard to selecting projects not only when they became financially feasible, but also when they were employment generating and capital saving;

ii) the administrative machinery for employment promotion and productivity measurement was not functioning effectively. In order to plan manpower, employment and productivity, an organizational structure should be set up at national and enterprise levels. Instead of having three offices for effecting employment,MLSA should be strengthened by the necessary personnel and material so that it could assume the responsibility for carrying out research on manpower and employment, collect data pertaining to the labour force, demand for and supply of manpower, employment and unemployment, training requirements, measurement of labour productivity, and the like. Sections which help in providing information related to manpower, employment and productivity should be established or strengthened in the different implementing Ministries or Agencies;

iii) the Manpower Department at MOPED should also be strengthened by adequately trained personnel. Although most of the field work and the research was supposed to be carried out by MLSA, the manpower planning would have to be integrated with the national economic development planning at MOPED;

iv) in the meantime MLSA with the existing staff should update the data on registered unemployed. The registered job seekers who join the army, who get employment through the Civil Service Commission, those who die or those who grew old beyond the working age were not being deducted. A mechanism ought to be devised in order to know the correct number of the unemployed registered. Some people may also register more than once. The self employed constituted another group whose status was not clear;

v) the number of employment offices had remained at about 36 for many years. Additional employment exchange offices should be opened up in order to expand the service. The existing employment exchange offices would have to be staffed with persons having the necessary skills. This would help to improve the quality of the data from these offices;

vi) comprehensive data on employment and unemployment were not available. The Ministry of Labour should endeavour to carry out an inventory and compile information on labour force, employment and unemployment. It should also carry out employment surveys, (household or establishment sample surveys) in major urban centres and compile and publish data for the use of others;

vii) in order to improve the level of manpower utilization and accurately measure productivity in the productive sector of the economy, methods of measuring standards or work norms should be studied and gradually applied. Remuneration should be closely related to the amount of work performed; incentive schemes should be established. In order to accomplish all these MLSA and the Office of Wage Board would have to be strengthened organizationally and with personnel;

viii) management problems with regard to materials supply, finance, personnel, organization and methods, etc., had a direct bearing on production and productivity levels. The EMI would have to carry out case studies and provide consultancy services based on the findings. Moreover, the in-service training programmes would have to be expanded, and the Institute would need to be strengthened with highly experienced trainers, in order to reduce the dependency on foreign instructors and consultants;

ix) in the agricultural sector the research under way in some areas should be extended to other areas as well. The research findings on the improvement of farm implements in use and improved tools should be made available to the peasants. Extension services, supply of fertilizers and pesticides should be extended as well;

x) the resettlement programme which had become one of the strategies of the Government should be continued. People who lived in less fertile and drought prone areas should be resettled in areas where adequate land and rainfall were available. Through this programme undeveloped areas could be developed. The resources available could be exploited, idle labour or under-employed labour force could be productively utilized, thereby raising their incomes;

xi) incomes and productivity of labour were extremely low, therefore marketable surplus and the rate of savings in agriculture were insufficient to finance development projects. The main resource was therefore the seasonal surplus labour for capital construction projects. Using labour and locally available materials,

feeder roads, small dams for irrigation, etc., could be constructed; land clearing, maintenance of rural roads, water wells, digging and other development activities could be undertaken;

xii) the peasants associations, handicrafts and urban dwellers associations should be encouraged, since they could open up shops and other smaller manufacturing industries using their capital. As a result they could be in a position to employ some of the educated unemployed. The restriction that peasants and handicrafts associations could not hire paid employees should be lifted, and they should be able to employ skilled workers such as bookkeepers, secretarial workers, technicians and the like;

xiii) the policy encouraging handicrafts and small scale industries was commendable in a country where unemployment was rampant and accumulation of capital was very low. But on the other hand, the ceiling for the private investment should be revised, in order to compensate for the decline in real terms due to inflation over the past ten years;

xiv) the coexistence of the problems of shortage of skilled manpower and the educated unemployed deserved due attention. Training institutions would have to be guided by the economic development and manpower plans. Closer cooperation between the trainers, the employers and planners was very essential;

xv) state enterprises and large private undertakings should be encouraged to strengthen their training schemes (if any) and to organize apprenticeship programmes in order to give employable skills to educated job seekers;

xvi) population policy was another area which influenced labour supply and employment. In order to curtail the rise in fertility rate the family planning programme should be promoted through peasants and urban dwellers association. Appropriate family planning services should be extended to rural and urban areas.

145. In the discussion that followed, participants concurred with the issues identified and the recommendations made by the presenter. Observations were made on some of the recommendations. For example, it was pointed out that the resettlement programme, as a measure of employment generation and productivity enhancement, was associated with forced settlement. This measure was unlikely to be acceptable to people. However, if the programme were to be introduced on a voluntary basis, there could be some merit in this approach, in so far as the distribution of land was concerned. The participants proposed that a planned resettlement programme should be encouraged.

146. On the issue of availability of land for private commercial farming, participants were doubtful whether sufficient land would be made available to would-be private investors.

Commercial farming in Ethiopia needed to be encouraged to diversify the agriculture sector, including agro-industries as well as to promote employment and productivity. It was, therefore, proposed that land reforms should be instituted.

147. It was observed that the new investment code encouraged the participation and growth of the private sector in the Ethiopian economy. However, government needed to reestablish its credibility to facilitate full participation of the private sector in industry, agriculture, and services sectors. It was pointed out that joint ventures between foreign and domestic private companies could attract substantial investment for productive activities in Ethiopia. Such initiatives could create employment in Ethiopia.

148. It was recognised that the enhancement of productivity through appropriate worker and management training, skill upgrading, appropriate incentives, conducive working environment, etc., would contribute to capital accumulation, which, in turn, would stimulate employment promotion. Therefore, productivity enhancement was an effective way of generating and promoting employment. Since the two were closely related, government should be urged to endeavour to pursue both objectives without, in the process, negatively affecting either of them.

3.12 Group Reports

Group A

Discussion Topic

149. The effectiveness of workers' training is essential for development of adequate capacity in order to enhance productivity in Ethiopia. Consider : i) identification of training needs for productivity enhancement; ii) who should be trained and how should that be ascertained ? iii) Evaluation and monitoring of such training; and iv) recommendations on how to improve effectiveness of training.

i) Identification of Training Needs

150. Diagnostic research would have to be carried out to clearly identify the felt needs for training. Problems or skill deficiencies in the workers would have to be clearly identified and put in order of importance.

ii) Who should be Trained and how should that be Ascertained?

151. Development of policy which allowed: a) the adoption of a career development scheme in the organization. Workers should be given training on a continuous basis for a certain number of unit time (hours, days, weeks, etc); b) workers should be encouraged to correct their

deficiencies and weaknesses in their performance as identified by the worker himself or as a result of observation made by supervisors, colleagues and by performance evaluation report.

iii) Monitoring and Evaluation of Training

a) Monitoring: The cyclical task-focused training approach was suggested. In order to facilitate this, the use of trained trainers and conducive training environment were specifically emphasized;

b) Evaluation: Although evaluation was recognised as a difficult exercise, it was essential to ensure the impact of training. Therefore,

- policy should support its use;
- it must be done against the objectives set out at the beginning of the training exercise;
- it must be simple and done systematically;
- participation of all conceived parties -- trainers, trainees, supervisors, worker unions, etc.,
- instruments to be used in evaluation could be a combination of observation, interviews, structured questionnaire, performance evaluation, output (productivity), etc.

iv) Recommendations

152. Policies : to ensure that human resources development or training units were given high place in the organization, adequate resources should be allocated; clear procedures in the selection of trainees should be adopted. In general, the following aspects could be considered in human resources development for productivity enhancement:

a) human resources development through training should be given a prominent place in the structure of an organization;

b) an organization should keep abreast with the latest developments in technology;

c) environment should be conducive for training and work;

d) training should be task-focused and should be given by competent trainers;

e) training should strictly follow the prescribed training process or procedures.

Group B

Discussion Topic

153. Discuss the strategies for productivity enhancement in agriculture and agro-industries in Ethiopia. Consider:

i) the factors depressing productivity in these two sectors;

ii) suggest strategies how productivity in each of these sectors could be enhanced; and

iii) constraints which might need to be overcome before any meaningful policy could be initiated.

i) Factors depressing Productivity

A. Agriculture

a) Narrow socio-cultural make-up

- cultural backwardness,
- lack of work ethic,
- consumption orientation.

b) Low technological level

- backward methods of farming and animal husbandry,
- lack of or little concern towards ecological conservation, resulting in soil erosion, deforestation,
- inadequate extension services.

c) Low level or absence of popular participation in policy decisions, planning and implementation of development projects.

d) Land holding pattern

- insecurity in land holding,
- fragmentation of land holdings due to redistribution of farm land,

e) lack of incentives and sound infrastructural facilities

- inadequate supply of modern and improved agricultural inputs,
- price control and delivery quota system,

- lack of credit and infrastructural facilities,
- lack of consultancy services.

B. Agro - industries

Inconducive environment for private investment as evidenced by the:

- ambiguous investment policy,
- bureaucratic constraints,
- lack of entrepreneurial skills, capital, consultancy services,
- limited effective market for processed goods,
- inadequate state support for cottage and small-scale industries.

ii) Suggest Strategies

A. Agriculture

- provision of general education and training for farmers using the GTT and PASAP approaches,
- provision of adequate extension services,
- expansion of infrastructural facilities,
- land reforms,
- strengthening adoptive agricultural research and its proper dissemination through extended extension services
- reassessment of higher education curriculum related to agriculture,
- policy measures/incentives to attract agricultural professionals to rural areas,
- promoting women's participation in rural development,
- participatory approach in designing policies and development projects that affect farmers.

B. Agro - industries

- create conducive atmosphere for private investment,
- provision of credit facilities,
- tax holidays,
- appropriate training,
- creation of domestic market through the initial protection policy against external competition,
- improved production technologies.

C. Constraints to be removed

- political instability,

- centralized administrative system,
- land policy;
- state enterprises.

154. The groups felt that the prevailing structure of organization was not conducive to productivity enhancement in Ethiopia. The consensus was that the state role in productive enterprises should be minimal. The present resource allocation by the government tended to bail out the inefficient enterprises. If the productive enterprises were to be privatised, the principle of acceptable productivity levels would have to be strictly applied. Therefore, the organization of production as well as appropriate facilities, infrastructure and supportive policies and incentives were needed to enhance productivity in the agricultural and agro - industrial sectors in Ethiopia.

3.13 Evaluation of the Workshop

155. A structured questionnaire was distributed to the participants for this purpose and supplementary information was solicited through verbal informal discussions. A total of 12 participants filled and returned the structured evaluation questionnaire. The responses given below were therefore based on 12 respondents.

156. On the questions of how the participants rated the scheduling, organizational and administrative arrangements of the workshop, the responses were as follows:

157. Scheduling: 41 per cent rated the duration to be between too short and short; 25 per cent felt it was adequate; while the remaining 34.0 per cent thought it needed more time. The participants felt that four days were not adequate to cover the subject matter in depth.

158. Administrative and organizational arrangements: some 58 per cent of the respondents rated it as very good to good; 17 per cent as fair and 25 per cent as poor. Those who rated the administrative and organizational arrangements as fair and poor were also those who proposed that the ECA should have provided refreshments and lunches free of charge, and folders or brief cases to hold the workshop papers.

159. On the question of how well the workshop fulfilled the stated objectives, the vast majority (10 out of 12 participants or 84 per cent) thought that these were very well/well achieved; only 2 participants stated that these were partly or not at all achieved. The verbal discussion confirmed that the stated objectives of the workshop were adequately fulfilled.

160. With regard to the relevance and usefulness of the papers and background material and their usefulness to the workshop, 10 participants (or 83 per cent) thought that they were very/useful and relevant; and 2 participants (or 17 per cent) thought they were partly relevant. Regarding the overall quality of the papers and background material, 9 participants (or 67 per

cent) rated it as between excellent to very good; 3 participants (or 25 per cent) as good and 1 respondent rated it as fair.

161. On the question of the usefulness of the workshop to their work, 11 participants (or 92 per cent) rated this to be very/ useful and relevant. Only 1 participant felt that it was partly relevant to his work in socio-economic research unit.

With regard to whether the workshop realized the expectations of the participants, 7 (58 percent) of them thought that it did so very much; 1 participant thought that it went beyond his expectation and 4 participants (or 33 per cent) felt that it partly realized their expectations.

On the whole, the general comments made by the participants on the workshop were that they found it useful, interesting and worthwhile. It was a forum for exchange of ideas. Some of the papers were old and needed to be updated. However, the information was supplemented by panel discussions specially arranged for this purpose. The panel discussion on the role and effectiveness of the education and training systems was a little weak. However, this could have been more effective had the panellists got more time to discuss the various issues raised in the plenary session.

162. The general feeling was that the ECA had done a commendable job in organizing the workshop and the ECA resource person (Dr. Bardouille) was quite knowledgeable and conversant with the employment situation in African countries. Her broad professional experience was helpful in diagnosing the unemployment problem and possible solutions in Ethiopia. However, some participants felt that although the workshop coordinator, Dr. Bardouille, had performed extremely well in conducting, guiding and leading the workshop, she was overburdened.

The responding participants made the following recommendations which they thought could improve future similar workshops:

a) the workshop should be residential and held outside the ECA secretariat and possibly outside Addis Ababa so as to enable participants concentrate on the documents, improve attendance;

b) participants should be given refreshments and lunches free of charge; and monetary incentives, such as out - of - pocket allowances;

c) the workshop coordinator should not be overburdened and should be assisted by at least one more professional staff;

d) workshop documents should be distributed well ahead of time to enable the participants go through these before the workshop actually started;

e) the attendance was rather limited and some ministries were over represented. Therefore, in the future, participants from a cross-section of organizations should be represented in order to improve the quality of discussions;

f) in the future, efforts should be made to convince relevant university staff and researchers from the national universities to participate in such workshops. This would enhance the quality of discussions and thus the outcome (in terms of recommendations) of a workshop.

3.14 Adoption of the Draft Report

163. The draft conclusions and recommendations of the workshop report were adopted with some amendments.

3.15 Closure of the Workshop

164. The workshop was officially closed by Dr. Sadig Rasheed, Chief, Public Administration, Human Resources and Social Development Division of ECA. Dr. Rasheed informed the participants that the Hon. Vice-Minister of labour and Social Affairs had sent his apologies for not being able to participate at the closing session of the workshop due to other official commitments. However, he had asked Dr. Rasheed to convey his appreciations to the participants for having participated the whole week in this very important workshop.

165. Dr. Rasheed informed the participants that he was gratified with the level of participation at the workshop. The main objectives of the workshop were to provide an opportunity for the exchange views on and experiences in tackling the unemployment problem in Ethiopia and making appropriate recommendations on how to deal with the problem. Having seen the report on the findings of the workshop as well as the recommendations of the workshop, he informed the participants that he felt the workshop did succeed in achieving its objectives. He further observed that he had had a look at the result of the evaluation session and promised to take the observations of the participants very seriously. In this regard, he noted that the participants had felt that the duration of the workshop was not adequate to discuss the issue at hand thoroughly and in detail. He also took note of the concern that refreshments and lunch were not provided.

166. He invited the participants to express views on the post-workshop follow-up actions that ought to be taken. One participant suggested that once the proposed recommendations were submitted to the concerned government agency, a group or team of experts should be formed to follow-up the implementation of the recommendations. A stronger follow-up action programme could be designed to monitor the implementation of the recommendations.

167. It was also proposed, by one participant, that a group of high-level government officials could be briefed about the proposed recommendations. This forum could be used to make the government committed to solving the problem of unemployment in Ethiopia. It was felt that, top level commitment in this regard was important.

168. One participant noted that the Regional Framework for Human Resources Development and Utilization for Africa, which emphasised the integrated approach, enunciated by the ECA, was a human-centred development approach. Thus, the Regional Framework approach should be widely propagated in African countries.

169. Dr. Rasheed observed that although the government's efforts to create a Manpower and Employment Advisory Committee and a Manpower and Employment Department in MLSA were commendable, there was currently a missing link in so far as integrating human resources planning, development and utilization with the overall planning processes in Ethiopia. Therefore, a coordinating mechanism needed to be created to bridge the missing link. Dr. Rasheed suggested that the proposed National Council on Manpower and Employment Planning ought ideally to be designated as a National Council on Human Resources Planning, Development and Utilization.

170. While noting that a proposal had been included on population policy, Dr. Rasheed suggested that it could be modified to read: "a development - oriented population policy should be formulated and implemented in Ethiopia."

171. One participant proposed that a regional workshop on manpower and employment planning could be organized by ECA. This would provide a forum to learn from the experiences of different countries in the region regarding their efforts to solve the problem of unemployment. Subsequent to the proposed regional workshop, a regional network could be established to facilitate the exchange of experiences among the countries in the region.

172. Dr. Rasheed promised that a comprehensive report, including the workshop recommendations would be forwarded to the Ethiopian Government, through the Ministry of Labour and Social Affairs. He further said that he was confident the Ministry would take action, as appropriate, to implement the recommendations. He further assured the participants that a copy of the report would be sent to each one of them. The ECA would endeavour to organize an informal follow-up meeting to discuss the implementation of the recommendations made by this workshop.

173. He finally thanked the participants for their effective participation and contributions and declared the workshop closed. At the end of the workshop, attendance certificates were handed to the participants.

Annex I: Daily Work Programme

Monday 6 July

09:00-10:00	Registration of Participants	
10:00-11:00	Opening session	
	-	Statement by the Hon. Vice-Minister of Labour and Social Affairs
	-	Statement by the Chief of the Public Administration, Human Resources and Social Development Division of ECA
11:00-11:30	BREAK	
11:30-11:45	Operational Modalities of the Workshop (Chief, Human Resources Planning Section (PHSD),ECA	
11:45-13:00	Session 1 :	
	a)	A Regional Framework for Human Resources Development and Utilization in Africa (ECA Resource Person).
	:	Plenary discussion
13:00-14:30	LUNCH BREAK	
14:30-15:30	Session 1 contd.	
	b)	The Unemployment Problem in Africa in the 1980s and a policy Framework for Increasing Productive Employment in the 1990s and Beyond (ECA Resource Person)
15:30-15.45	BREAK	
15:45-17:00	:	Plenary discussion

Tuesday 7 July

09:00-10:30	Session 2 :	The Structure and Performance of the ethiopian Economy: Its impact on Manpower Utilization and National Development Objectives (Mr. Getachew Minas).
	:	Plenary discussion

10:30-10:45		BREAK
10:45-13:00	Session 3 :	The Unemployment Problem in Ethiopia: Its Extent, Structure and Composition (Mr. Mesfin Kassa).
	:	Plenary discussion.
13:00-14:30		LUNCH BREAK
14:30-16:00	Session 4 :	The Educational and Training Systems in Ethiopia: Their Relevance and role in National Development (ECA Resource Person).
	:	Plenary discussion
16:00-16:15		BREAK
16:15-17:30		Panel discussion and Plenary discussion (Session 4) contd.

Wednesday 8 July

09:00-11:00	Session 5 :	Workers' Training and Productivity Enhancement in Ethiopia (Mr. Asheber Aberra).
	Session 6 :	Strategies for Improving Worker Productivity in Ethiopia (ECA Resource Person).
	:	Plenary discussion (Sessions 5 and 6).
11:00-11:15		BREAK
11:15-13:00		Group discussions (Sessions 5 and 6).
13:00-14:30		LUNCH BREAK
14:30-16:00		Presentation of group reports
16:00-16:15		BREAK
16:15-17:30		Plenary discussior (based on group reports)

Thursday 9 July

09:00-11:00	Session 7 :	Improving the Effectiveness of Employment Planning and Labour Administration Institutions in Ethiopia (ECA Resource Person).
	:	Panel discussion and Plenary discussion (Session 8)
11:00-11:15		BREAK
11:15-13:00	Session 8:	Employment Generation and Productivity Enhancement Strategies in Ethiopia (ECA Resource Person)
13:00-14:30		LUNCH BREAK
14:30-16:00		Drafting of Recommendations
16:00-16:15		BREAK
16:15-18:15		Drafting of Recommendations contd.

Friday 10 July

09:00-11:00	Evaluation of the Workshop
11:00-15:30	Drafting of the Workshop report
15:30-16:30	Adoption of Draft Recommendations
16:30-17:00	Presentation of Attendance Certificates and Closure of the Workshop.

Annex II: List of participants

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2. Mr. Mesfin Kassa
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Annex IV: List of Documents

1. A Regional Framework for Human Resources Development and Utilization in Africa.
2. The Unemployment Problem in Africa in the 1980s and a Policy Framework for Increasing Productive Employment in the 1990s and Beyond.
3. The Structure and Performance of the Ethiopian Economy: Its Impact on Manpower Utilization and National Development Objectives.
4. The Unemployment Problem in Ethiopia: Its Extent, Structure and Composition.
5. The Educational and Training Systems in Ethiopia: Their Relevance and Role in National Development.
6. Workers' Training and Productivity Enhancement in Ethiopia.
7. Strategies for Improving Worker Productivity in Ethiopia.
8. Improving the Effectiveness of Employment Planning and Labour Administration Institutions in Ethiopia.
9. Employment Generation and Productivity Enhancement Strategies in Ethiopia.